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BRIEF TO THE ROYAL COMMISSION
ON
METROPOLITAN TORONTO



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BRIEF TO THE ROYAL COMMISSION
ON
METROPOLITAN TORONTO

Metropolitan Toronto and Region
Conservation Authority

January, 1964

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METROPOLITAN TORONTO AND REGION CONSERVATION AUTHORITY

OFFICERS

Chairman	Dr. G. Ross Lord, P.Eng.
Vice-Chairman	W. C. Davidson, Q.C.
Director of Operations	K. G. Higgs, R.P.F.
Secretary-Treasurer	F. L. Lunn

EXECUTIVE COMMITTEE

Dr. G. Ross Lord, P. Eng.	Chairman of the Authority
W. C. Davidson, Q.C.	Vice-Chairman of the Authority
Mrs. J. A. Gardner	Chairman, Humber Valley Advisory Board
Mrs. D. Hague	Chairman, Historical Sites Advisory Board
R. G. Henderson	Chairman, Flood Control & Water Conservation Advisory Board
H. S. Honsberger, Q.C.	Chairman, Don Valley Advisory Board
R. L. Nesbitt	Chairman, Reforestation & Land Use Advisory Board
C. R. Purcell	Chairman, R.D.H.P. Advisory Board
C. Sauriol	Chairman, Conservation Areas Advisory Board
V. Vignale	Chairman, Etobicoke-Mimico Advisory Board
F. A. Wade	Chairman, Information & Education Advisory Board

METROPOLITAN TORONTO AND REGION CONSERVATION AUTHORITY

MEMBERS AND MUNICIPALITIES

Chairman - Dr. G. Ross Lord, P.Eng.
(appointed by Lieutenant-Governor in Council)

<u>Member</u>	<u>Municipality</u>
Boylen, N. A.	Metropolitan Toronto
Bradstock, John W.	Richmond Hill
Breen, M. J.	Metropolitan Toronto
Bryson, J. A.	Vaughan Township
Campbell, A. M.	Metropolitan Toronto
Clifford, C.	Markham Township
Conroy, C. E.	Metropolitan Toronto
Core, C. C.	Brampton Town
Cowling, A. H. (M.P.P.)	Government of Ontario
Dalglish, K. C.	Metropolitan Toronto
Davidson, Miss True.	Metropolitan Toronto
Davidson, Wm. C., Q.C.	Metropolitan Toronto
Dennison, Wm.	Metropolitan Toronto
Duncan, J. N.	Toronto Gore Township
Gardhouse, G.	Chinguacousy Township
Gardner, Mrs. J. A.	Metropolitan Toronto
Gell, Mrs. F.	Metropolitan Toronto
Goodhead, N. C.	Metropolitan Toronto
Griggs, H. M.	Metropolitan Toronto
Haggart, W. J.	Richmond Hill
Hague, Mrs. Dorothy	Metropolitan Toronto
Harper, J. E.	Markham Township
Henderson, R. G.	Woodbridge Village
Honsberger, H. S., Q.C.	Metropolitan Toronto
Jackson, A.	Adjala, Caledon, Mono Townships
Jennings, R.	King Township
Klinck, Mrs. G.	Metropolitan Toronto
Kline, C. F.	Brampton Town
Kucherepa, Dr. J. W.	Metropolitan Toronto
Leavens, W.	Bolton Village
Lehman, G.	Stouffville Village
Mackenzie, A. A. (M.P.P.)	Government of Ontario
Macdonald, A.	Metropolitan Toronto
McKechnie, F.	Toronto Township
Mould, J. L.	Metropolitan Toronto
Nealson, Mrs. Beth	Metropolitan Toronto
Nesbitt, R. L.	Uxbridge Township
Pind, H.	Albion Township
Purcell, C. R.	Metropolitan Toronto
Redelmeier, F. M.	Vaughan Township
Reeve, A. E.	Pickering Village
Robinson, Mrs. M.	Metropolitan Toronto
Sauriol, C.	Metropolitan Toronto
Scott, J. S.	Pickering Township
Smith, H. M.	Ajax Town
Van Nostrand, Dr. F. H.	Whitchurch Township
Van Tichelen, L.	Caledon East Village
Vignale, V.	Toronto Township
Wade, F. A.	Metropolitan Toronto
Walker, Mrs. A.	Markham Village
Wardlaw, C. R.	Metropolitan Toronto
Waters, K. G.	Metropolitan Toronto
Westney, W. H.	Pickering Township
White, R.	Metropolitan Toronto

A. LETTER OF TRANSMITTAL

C O P Y

WOODBIDGE, Ontario.

January 15th, 1964

Mr. H. Carl Goldenberg, O.B.E., Q.C., LL.D.,
Royal Commissioner,
Royal Commission on Metropolitan Toronto,
Parliament Buildings,
TORONTO 2, Ontario.

Dear Sir:

I am pleased to submit for your consideration a Brief prepared and adopted by the Executive Committee of the Metropolitan Toronto and Region Conservation Authority.

I would appreciate a hearing with the Commission for the presentation of the Brief and for further elaborations that might be required by the Commission.

Yours very truly,

GRL/KGH
:K
Encl. 10

G. Ross Lord,
Chairman
Metropolitan Toronto & Region
Conservation Authority

B. INTRODUCTION

The Metropolitan Toronto and Region Conservation Authority since its formation in February, 1957, has made a significant contribution to the growth and development of Metropolitan Toronto and the surrounding area.

On occasion it has been stated that the Authority's contribution to this area ranks second only to the Metropolitan Corporation itself. The purpose of this Brief is to inform the Royal Commission on Metropolitan Toronto about the Authority, its administration, its program, and its relationship to the Municipality of Metropolitan Toronto, and to make recommendations on problems that should be considered by the Commission.

C. HISTORY

In 1946 the Province of Ontario enacted The Conservation Authorities Act, which permitted a group of municipalities in a watershed, or a group of watersheds, to form a Conservation Authority for the purpose of carrying out a program to conserve the natural resources of the area over which the Authority would have jurisdiction. In the Metropolitan Toronto region, the Etobicoke-Mimico Conservation Authority was formed in 1947, and this was followed by the Humber and the Don Authorities in 1948, and finally the Rouge-Duffin-Highland-Petticoat Creek Authority in 1954. Two of the four Authorities had some measure of success in carrying out a Conservation Program; however, the others were relatively unsuccessful. Several municipalities were represented on different Authorities and this resulted in a competition for funds.

It became evident that if a significant Conservation Program was to be undertaken in this area, a regional approach would be required and a more substantial financial base would have to be established.

The four Authorities therefore agreed to the establishment of the Metropolitan Toronto and Region Conservation Authority in February of 1957. The Municipality of Metropolitan Toronto was designated as a member municipality and thus the financial base for the carrying out of the Conservation Program was established. A further impetus to the Program was the disastrous flood following Hurricane Hazel in October, 1954, which resulted in a loss of 81 lives and \$25,000,000. property damage in the Metropolitan region.

D. JURISDICTION

The Authority has jurisdiction over an area comprising approximately 1,000 square miles, inclusive of the Municipality of Metropolitan Toronto, consisting of 240 square miles. The area of jurisdiction is defined in Section 4, Sub-Section 1 of The Conservation Authorities Act:

"The Metropolitan Conservation Authority has jurisdiction in all matters provided for in this Act over an area composed of all areas formerly under the jurisdiction of the Etobicoke-Mimico Conservation Authority, the Humber Valley Conservation Authority, the Don Valley Conservation Authority, and the Rouge, Duffin, Highland, Petticoat Conservation Authority, together with all other areas lying between the Westerly limit of the area formerly under the jurisdiction of the Etobicoke-Mimico Conservation Authority and the Easterly limit of the area formerly under the jurisdiction of the Rouge, Duffin, Highland, Petticoat Conservation Authority and which front on Lake Ontario together with the area within the watershed of Carruthers Creek and the area known as Toronto Island."

All, or parts of the following municipalities are included within this area:

Adjala Township	Pickering Township
Ajax Town	Pickering Village
Albion Township	Richmond Hill
Bolton Village	Stouffville Village
Brampton Town	Toronto Gore Township
Caledon Township	Toronto Township
Caledon East Village	Uxbridge Township
Chinguacousy Township	Vaughan Township
King Township	Whitchurch Township
Markham Township	Woodbridge Village
Markham Village	Metropolitan Toronto
Mono Township	

All municipalities are within the Metropolitan Planning Area, except:

The Villages of Bolton
Caledon East
The Town of Brampton
The Townships of Adjala
Albion
Caledon
Chinguacousy
King
Mono
Uxbridge
Whitchurch

The population of the Region in 1963 was 1,750,000 or approximately 10% of the total population of the Dominion of Canada.

A portion of the Metropolitan Planning Area comes under

D. JURISDICTION (Continued)

the jurisdiction of the Credit Valley Authority which lies immediately West of the Metropolitan Toronto and Region Conservation Authority. The Metropolitan Corporation is not a member municipality and therefore does not contribute funds. The municipalities within the Metropolitan Planning Area in the Credit Authority include:-

The Township of Toronto
The Towns of Port Credit
Streetsville

E. ADMINISTRATION

The Metropolitan Toronto and Region Conservation Authority is administered by 55 appointed members. Three of the members, including the Chairman of the Authority, are appointed by the Province of Ontario. The remainder are appointed by the member municipalities.

Provision has been made in The Conservation Authorities Act that the membership from the Municipality of Metropolitan Toronto shall, at all times, be equal to the total number of members appointed by the other participating municipalities.

The appointees of the Municipality of Metropolitan Toronto are divided between elected officials and interested persons throughout Metropolitan Toronto. An attempt has been made by the Metro government to distribute the membership among the thirteen constituent municipalities:

<u>MEMBERSHIP OF M.T.R.C.A.</u>		
<u>Metropolitan Toronto</u>		
Elected Members.....	11	
Interested Persons.....	<u>15</u>	26
<u>Other Municipalities</u>		
Elected Members.....	12	
Interested Persons.....	<u>14</u>	26
<u>Government of Ontario</u>		
Chairman.....	1	
Others.....	<u>2</u>	<u>3</u>
TOTAL MEMBERSHIP.....		55

The Authority elects from among its members, an 11-member Executive Committee which has wide powers governing the routine administration of the Authority Program.

The Authority has appointed nine Advisory Boards, four of which are area Boards covering the watersheds originally included in the four Conservation Authorities in the Toronto region, and these Boards are mandatory under The Conservation Authorities Act.

The remaining five functional Boards are as follows:

E. ADMINISTRATION (Continued)

Flood Control & Water Conservation
Reforestation & Land Use
Conservation Areas
Historic Sites
Information & Education

The above Boards consider programs in their respective fields and make recommendations to the Executive Committee and to the Authority.

The Staff of the Authority is divided into two major groups -- the Administrative Section, headed by the Secretary-Treasurer; and the Technical Section, headed by the Director of Operations.

The Authority is a body-corporate and is empowered to carry out a comprehensive program of conserving the natural resources of the Metropolitan Toronto region; subject only to the necessary funds being provided by the member municipalities, and subject to schemes, projects, and grants being approved by the Province of Ontario.

The Conservation Authorities Act is presently administered at the Provincial level by the Minister of Lands and Forests.

In spite of the fact that representation on the Authority is in considerable imbalance so far as population of the Metropolitan Toronto area and the outlying municipalities is concerned, the administration of the Authority is not dominated by any group; in fact, all of the members approach the problems of conservation on a regional basis.

F. FINANCES

The Authority is empowered by legislation to levy the member municipalities for the necessary funds required to carry out the Conservation Program. The member municipalities are required to provide the funds subject to a right-of-appeal to The Ontario Municipal Board.

The annual levy of the Authority is based on population of the municipalities within the region under the jurisdiction of the Authority. On this basis, the Municipality of Metropolitan Toronto contributes 92% of the municipal share of the annual levy.

The following is a resume of funds provided by the Municipality of Metropolitan Toronto for the period 1957-1963:

	<u>GENERAL</u> <u>PURPOSES</u>	<u>FLOOD CONTROL</u> <u>WORKS</u>	<u>FLOOD CONTROL</u> <u>PLAN</u>	<u>BLACK</u> <u>CREEK</u>	<u>TOTAL</u> <u>LEVIES</u>
1957	\$ 287,808.	\$ 73,347.	\$	\$	\$ 361,154.
1958	431,092.	213,962.			641,055.
1959	557,093.	538,325.			1,095,418.
1960	553,882.	454,966.			1,008,848.
1961	588,416.	157,227.	801,573.	311,250.	1,858,466.
1962	620,783.	171,390.	801,573.	250,000.	1,843,746.
1963	<u>654,602.</u>	<u>52,762.</u>	<u>801,573.</u>	<u>82,500.</u>	<u>1,591,437.</u>
TOTALS	\$3,693,676.	\$1,661,979.	\$2,404,719.	\$643,750.	\$8,404,124.

The work of the Authority has been assisted by substantial grants from the Province of Ontario. The present policy of the Province of Ontario is to provide 50% grants for Administration and Capital Works, and 75% grants for Preliminary Engineering. The Province presently does not pay grants towards Maintenance, nor does it contribute to the restoration of Historic Sites.

In addition, grants are received from the Federal Government through the Province of Ontario for major Flood Control Works. The division of costs in this instance is as follows:

Federal Government.....	37½%
Provincial Government.....	37½%
Municipal Government.....	25 %

In order to defray costs of Maintenance of projects, the Authority makes charges for the use of its lands for recreation purposes.

The Authority has recently established a Metropolitan

F. FINANCES (Continued)

Toronto and Region Conservation Foundation with the intention of supplementing the funds of the Authority through donations by private individuals, industry, and other Foundations.

G. PROGRAM

(1) FLOOD CONTROL & WATER CONSERVATION:

Flood Control and Water Conservation is the most important aspect of the work of the Metropolitan Toronto and Region Conservation Authority. The tremendous growth in urbanization which has taken place in the past decade, and which is anticipated to continue for many years to come, has made it absolutely essential that the many water courses flowing through the Metro region be adequately protected in order to prevent excessive damage to public services, private property, and to ensure adequate water quality in these various streams. Hurricane Hazel in 1954 illustrated the need for such a program. At that time 81 lives were lost and \$25,000,000. damage took place in the Metropolitan region. The progress that has been made in this important field of conservation is illustrated by the appropriation of Authority funds devoted to it.

FUNDS DEVOTED TO FLOOD CONTROL & WATER CONSERVATION

1957	20.75%
1958	33.84
1959	51.39
1960	39.61
1961	45.95
1962	73.66
1963	84.65

Prior to 1961, the Authority undertook a number of Flood Control and Water Conservation projects in co-operation with the Municipality of Metropolitan Toronto. In these instances, the Metropolitan Corporation was designated as the Benefitting Municipality, and paid 50% of the cost of the projects; the remaining 50% being contributed by grants from the Province of Ontario.

In 1958 the Authority commenced preparation of a comprehensive Plan For Flood Control and Water Conservation and this Plan was intended to outline a 10-Year Program for Flood Control and Water Conservation for the entire region. The Plan was adopted by the Authority and the Member Municipalities on September 2nd, 1959. On June 14th, 1961, the Authority entered into an Agreement with the Province of Ontario, and the Province in turn, entered into

G. PROGRAM (1) Flood Control & Water Conservation (Contd)

an Agreement with the Government of Canada for the carrying out of the Plan during the period 1961 to 1970. The estimated cost of the work included in the Plan is \$38,000,000. of which the Authority is committed to raise \$13,000,000., the Province of Ontario \$16,000,000., and the Government of Canada \$9,000,000. A substantial proportion of the Authority's \$13,000,000. share will be raised by the Municipality of Metropolitan Toronto.

The Plan consists of the following elements:

- (a) The acquisition of Flood Plain and Conservation Lands for flood storage, for prevention of loss of human lives and for the protection of municipal services;
- (b) The construction of channel improvements where intensively developed Flood Plain Lands do not permit economical acquisition;
- (c) The construction of Dams and Reservoirs to reduce flood-flows, increase Summer flows and to provide recreation lakes where possible;

The majority of the Flood Plain Lands being acquired by the Authority are located within the bounds of the Municipality of Metropolitan Toronto. The major Channel Improvement projects on the Black Creek and the Don River, and three of thirteen proposed Dams and Reservoirs are within the Metropolitan Corporation. The remainder lie outside Metropolitan Toronto in the headwater areas.

The Authority operates a Flood Warning System and Flood Forecasting System, and the Metropolitan Corporation Department of Works and Emergency Measures Organization are important components in the System.

The Authority has entered into an Agreement with the Metropolitan Corporation for the maintenance of Flood Control Structures within the bounds of Metropolitan Toronto, and in addition is co-operating with the Metro Works Department in an over-all Maintenance of Water Courses Program.

The Authority has adopted regulations prohibiting the dumping of fill on Flood Plain Lands and this Program is administered by the Authority and receives co-operation of the Metropolitan Corporation, the constituent municipalities, the Metropolitan

G. PROGRAM (1) Flood Control & Water Conservation (Contd)

Planning Board and the local Planning Boards.

The Authority works closely with the Metropolitan Planning Board and Planning Boards of the constituent municipalities in the processing of Official Plans, Zoning By-Laws, and Sub-Division Plans, in order to ensure that adequate provision is being made for drainage for all open water courses within the region under the jurisdiction of the Authority.

The Authority carries out an annual Program of Channel Improvement in co-operation with the Municipality of Metropolitan Toronto. This limited Program is financed 50% by Metro and 50% by the Province of Ontario.

A Report on Pollution Control & Recreation has recently been adopted. The Report was prepared in consultation with Metro officials and it is intended to achieve a practical and logical approach for the conservation of the water resources of the region and to function as a document which will permit a more co-ordinated approach to the development of these water resources and to the provision of urban services, particularly sewage treatment, among the many agencies involved at the local, Metro, Provincial and Federal levels.

The Authority has become involved in a number of instances with the Metro Works Department in the providing of lands owned by the Authority for the disposal of industrial and municipal wastes. A joint study is presently being undertaken on this very urgent problem and it is hoped that a comprehensive plan can be evolved in the near future which will outline a program for industrial and municipal waste disposal for a long period. The Authority is concerned with such a long-term program because of its substantial interest in the Metro Valley Systems, recognizing that a portion of these Valley Systems will be required for the disposal of these wastes. From the Authority's experience, it is felt desirable that the Metropolitan Corporation should assume responsibility for all waste disposal within the Metropolitan Corporation.

(2) REFORESTATION & LAND USE:

(i) Forestry:

In the region under the jurisdiction of the Authority, there are approximately 35,000 acres of marginal and sub-marginal lands which, under our present economic conditions, are best suited for the growing of trees, for the production of forest products, for the provision of attractive open space for recreation, and for assistance in the management of the water resources of the region. The Authority is attempting to establish forest cover on these lands by the following means:

- Acquisition of lands by the Authority and their management by the Ontario Department of Lands and Forests.
- Reforestation of suitable areas of other lands acquired by the Authority. The Authority is co-operating with the Metro Parks Department for the reforestation of suitable areas of the major valley systems within the Metropolitan Corporation.
- Provision of financial and technical assistance for the reforestation of private lands within the Region.

The Authority operates a Farm Tree Replacement Service and larger trees are provided to farmers for planting along fence rows and to member municipalities for planting in the major valley systems. The Program is intended to replace trees presently being lost as a result of Dutch Elm Disease.

(ii) Land Use:

Of the 1,000 square miles of area under the jurisdiction of the Authority, it is not anticipated during the period from the present to the year 2000 that more than 400 square miles will be devoted to urbanization. 600 square miles, therefore, will be devoted to other land uses, predominantly agricultural, and to public and private recreation. The Authority is concerned with the management of these 600 square miles from a Conservation standpoint, and therefore carries out the following programs to achieve its objectives:

- Lands owned by the Authority suitable for agricultural production are devoted to agriculture and operated by the Authority or leased to private land-owners;

G. PROGRAM (2) Reforestation & Land Use (Contd)

- Financial and Technical Assistance Programs are operated for the design, construction, and management of Farm Ponds;
- Financial assistance for Tile Drainage;
- Financial assistance for Grassed Waterways;
- Financial assistance for implementation of Conservation farm plans;

The Authority has recently submitted a Brief to the Federal and Provincial Governments requesting assistance under A.R.D.A. "Agricultural Rehabilitation Development Act" for the acquisition of areas of land within the Region to be devoted to forestry, agriculture, fish and wildlife management, and to be used for low-intensity recreation.

G. PROGRAM

(3) FISH & WILDLIFE:

(i) Fish Management:

The objective of the Authority in this field is to provide a greater fishing opportunity for the residents in the Region.

The following programs are operated to achieve this objective:

- Management and improvement of all suitable water areas including lakes, streams, and ponds, on Authority properties;
- Limited production of fish in Authority Hatcheries for stocking of specific Authority waters, and for educational purposes;
- Co-operation with the Department of Lands and Forests for the stocking of Authority waters;
- Research Programs intended to develop practical techniques for the management of fish in Authority waters;
- Technical assistance to private land-owners for the mangement of private waters for the production of fish;

(ii) Wildlife Management:

The objective of the Authority in this field is to improve Authority-owned lands in order to increase populations of wildlife so they may be observed for educational and scientific purposes in a natural environment by the residents of the Region.

While technically possible, the Authority has not adopted a policy whereby Authority lands are open to the public for hunting.

To achieve these objectives, the Authority has --

- Established a Nursery for the growing of plants particularly suited to providing food and cover for wildlife;
- Planting wildlife food plots on Authority lands;

G. PROGRAM

(4) RECREATION:

Under the terms of The Conservation Authorities Act, an Authority is permitted to use and develop lands acquired for conservation purposes for public recreation. Recreation facilities are super-imposed on the conservation lands and recreation becomes an extremely important by-product of the total Program.

Authority funds devoted to recreation are summarized as follows:

1957	18.65%
1958	14.97
1959	18.99
1960	23.92
1961	22.16
1962	11.03

The amount of funds devoted to recreation development has remained fairly constant with a slight annual increase. A substantial decrease in percentage of budget devoted to this field in 1962 is a result of the very substantial increase in budget for the Flood Control and Water Conservation Program.

The importance of the Recreation Program is illustrated by the use of Authority lands for this purpose. Attendance at all Areas under the jurisdiction of the Authority in 1957 was 126,000 whereas in the year 1963 the visitation exceeded one million people. In the initial years, the attendance doubled yearly, and in the last few years of the Program, it has steadily increased at the rate of approximately ten to fifteen percent per annum. Projected visitation to Authority Areas to the year 1980 is $3\frac{1}{2}$ million people.

The Authority has entered into an Agreement with the Municipality of Metropolitan Toronto whereby lands acquired for Flood Control and Conservation purposes within the bounds of the Metropolitan Corporation are developed, operated, and maintained by the Metro Parks Department for recreation purposes. At the present time, the annual visitation to these lands is not known, but it is estimated that a very substantial visitation is being made to these lands. The Authority retains the title to these lands and the Metropolitan Corporation must submit all development

plans to the Authority for approval. If the Metropolitan Corporation fails to develop or maintain these lands to the satisfaction of the Authority, the Authority may take over the management and charge the full cost to the Corporation.

The policy of the Province of Ontario is to not acquire lands within the region of the Authority for recreation purposes, but to contribute substantially by way of grants to the Authority Program in this field. The Authority therefore is contributing very substantially to the provision of outdoor recreation facilities at the regional level. The recreation facilities provided by the Authority cater to a wide variety of needs and interests, and include picnicking, swimming, group camping, boating, fishing, Winter sports, nature study, sportsmen's activities. Substantial co-operation and co-ordination with the Metropolitan Corporation at the planning level and at the Parks Department level is maintained, having regard to the regional Recreation Program.

The present division of responsibility for recreation facilities between the Metro Parks Department within the bounds of Metropolitan Toronto and the Authority in the outlying region is logical in view of the fact that the Provincial Government provides 50% grants for recreation developments operated by the Authority, whereas the Metropolitan Corporation does not receive Government grants for this purpose. Close co-operation and co-ordination is maintained with the Metropolitan Corporation in order to ensure that there will be no duplication of effort.

G. PROGRAM

(5) INFORMATION & EDUCATION:

(i) Information:

The Authority has pursued an Information Program in order to develop public understanding and support for the work being carried out. The Program is undertaken in close co-operation with press, radio, and T.V. It is supplemented by the publication of brochures, maps, and information bulletins, together with special events such as Official Openings and Conservation Workshops. The Program is also directed to sustaining and increasing public attendance at recreation facilities offered by the Authority.

(ii) Education:

It is the policy of the Authority that lands and facilities developed by it should be used to the fullest possible extent by the general public and by schools and universities for supplementing through visual observation those principles of conservation, science, natural history and geography which are taught in the courses of study. It is not the function of the Authority to teach the principles of conservation per se. Consistent with this policy, the Authority offers the following educational program:

- Conducted Nature Hikes;
- Conducted Watershed Tours;
- Conducted visits to Pioneer Village;
- Conservation School;

The outstanding feature of the Authority's Conservation Education Program is the Conservation School where forty students are placed in residence for a one-week period and use the facilities of the Albion Hills Conservation Area for enrichment of their school program through personal observation in the Albion Hills environment.

The whole Educational Program is operated in close co-operation with the various school boards within the Region and with the approval of the Ontario Department of Education.

In excess of thirty thousand students participate yearly in the Authority's Educational Programs.

G. PROGRAM

(6) HISTORY:

It is the policy of the Authority to preserve and develop those things of a historical and cultural significance relating to the development of the Metro region from the standpoint of natural resources. The outstanding contribution to this aspect of the Program is the Pioneer Village, Black Creek Conservation Area. The Village is designed to represent a pre-Confederation Agricultural Community representative of Canada West. The Village is operated as a living museum and daily tasks are carried out by suitably dressed attendants during the period when the Village is in operation. While initial financial assistance was provided by the Province of Ontario for the development of the Village, this policy has since changed and grants are not available from the Province. The Authority has continued to develop the Village from funds received from the member municipalities. It is the intention of the Authority to complete the Village by the year 1967 as the Authority's contribution to Canada's Centennial.

(7) LAND ACQUISITION:

The Metropolitan Toronto and Region Conservation Authority acquires the following four categories of land for its Conservation Program:

- (a) Reforestation Lands -- these lands are situated in the headwater areas of the watersheds and consist of lands which are sub-marginal for agricultural production. The lands are such that they provide limited opportunity for recreational development. The lands are under Agreement with the Department of Lands and Forests whereby their development, operation, and management is the responsibility of the Department until the year 2000.
- (b) Forest & Wildlife Conservation Areas -- these lands are situated in the headwater regions and are sub-marginal in character and are not unlike Reforestation Lands except that they have greater potentials for the development of outdoor recreational facilities. The primary purpose of these lands is reforestation. However, additional physical character of the lands makes them suitable to develop very economically limited outdoor recreation facilities, such as hiking, nature study, and fishing.
- (c) Conservation Areas Land -- Conservation Areas are lands which - because of their nature - are lands that require a variety of conservation treatments and in addition provide an opportunity for the development of a large variety of outdoor recreation facilities which are attractive to a large segment of the regional population.
- (d) Flood Control & Water Conservation Lands -- three types of land are required in connection with the Flood Control and Water Conservation Plan of the Authority:
 - (1) Flood Plain & Conservation Lands -- lower sections of the main river valley systems consisting of the low-lying lands subject to periodic inundation, together with steep valley slopes subject to erosion;
 - (2) Lands Required for Channel Improvements -- lands required for the construction and maintenance of major Channel Improvements;
 - (3) Reservoir Lands -- areas required for the construction of Dams and Reservoirs and for the development of recreational facilities where recreation lakes are created;

The acquisition of lands within the boundaries of the Municipality of Metropolitan Toronto is carefully co-ordinated with various departments of Metro, Metro Planning Board, and Planning Boards and departments of constituent municipalities. Certain economies have been realized as a result of this Program in view

G. PROGRAM (7) Land Acquisition (Contd)

of the fact that only one agency is dealing in any one area. It has been the policy that where the Authority has acquired lands within the Metropolitan Corporation and subsequently easements across the land are required by the Metropolitan Corporation or its constituent municipalities for road widenings, sewer construction, water lines, storm drainage etc., the Authority provides these easements at a nominal cost.

The Authority has pursued a policy whereby municipally-owned lands required for Authority Conservation Programs are transferred to the Authority at a nominal cost. Extensive areas of municipally-owned lands have been transferred to the Authority under this Program.

Under the terms of The Conservation Authorities Act, the Authority has the power of expropriation. Arbitration of disputes with respect to value are heard by The Ontario Municipal Board.

G. PROGRAM

(8) PLANNING:

The Metropolitan Toronto and Region Conservation Authority, since its establishment, has progressively increased its participation in the planning process, particularly within the Metropolitan Planning Area, and in addition, those municipalities which lie outside the Metro Planning Area. The participation in this planning is achieved as a result of staff membership on various Metro Technical Committees, by review of Official Plans, Zoning By-Laws and Sub-Division Applications within the Region, and by initiation of studies by the Authority which effect the entire Metro region.

From a planning standpoint, the Authority's greatest concern is the fact that although all of the streams under the jurisdiction of the Authority traverse the Metropolitan Corporation itself or the Metropolitan Planning Area, certain municipalities - or portions thereof - which lie in the headwater areas of these drainage basins, do not come under the jurisdiction of the Metro Planning Board. These municipalities are as follows:

Adjala Township	Chinguacousy Township
Albion Township	King Township
Bolton Village	Mono Township
Brampton Town	Uxbridge Township
Caledon Township	Whitchurch Township
Caledon East Village	

It would appear essential that the jurisdiction of the Metropolitan Toronto Planning Area should be extended in some way to include these municipalities or portions thereof which are within the drainage basins that effect the Metropolitan municipality and its Planning Area.

The Metropolitan Corporation itself, together with the Authority, has invested very large sums on these drainage basins from a conservation, pollution control, and recreation standpoint. It would appear essential that the Metropolitan Corporation should have some degree of control over the whole region under the jurisdiction of the Authority in order to ensure the protection of these large investments.

H. RELATIONSHIP TO, AND CO-ORDINATION WITH, THE MUNICIPALITY
OF METROPOLITAN TORONTO

The Metropolitan Toronto and Region Conservation Authority's success is dependent upon the support and co-operation of the Municipality of Metropolitan Toronto. The Metropolitan Corporation contributes 92% of the funds required to be raised by the member municipalities. In recognition of this, the Authority has operated in very close co-operation with the Metropolitan Corporation both at the policy level and at the administrative level. The yearly program and budget of the Authority is submitted to the Metropolitan Corporation for information and support. This action is taken irrespective of the fact that the Authority is not empowered by law to make this submission to the Metro Council.

At the administrative level, the Authority is represented on the Technical Parks and Conservation Committee, whose membership is made up as follows:

Commissioner of Roads
Commissioner of Parks
Commissioner of Works
Commissioner of Planning
Director of Operations, Conservation Authority

This Committee achieves substantial co-ordination of the programs of the above departments and the Authority.

The Authority also is represented at the technical and policy level on the Metropolitan Toronto Waterfront Technical Committee and the Metropolitan Toronto Waterfront Advisory Committee. Various other committees which are formed from time to time which involve the Authority, constituent municipalities, and Metro Departments, include technical staff of the Authority.

The Metropolitan Corporation and the Authority are both creatures of, and responsible to, the Government of the Province of Ontario. Consistent with Provincial policy, the Province has delegated very substantial local autonomy to the Corporation and the Conservation Authority. The Province of Ontario has been most generous in its support, both at the planning level and at the financial level, in the Program of the Authority. The Authority itself, or in conjunction with the Metropolitan Corporation works closely with many departments of the Provincial Government.

I. CONCLUSIONS AND RECOMMENDATIONS

The Metropolitan Toronto and Region Conservation Authority has made a substantial contribution to the development of the Metropolitan region. The work of the Authority illustrates the importance of a regional approach to all facets of urban development. It also illustrates that a sound financial base is required to carry out such an effective program. The above facts have resulted in the Metropolitan Toronto and Region Conservation Authority developing a comprehensive Conservation Program which is unique in Canada and is not duplicated in its comprehensiveness on the North American continent. The close co-operation of the Authority with the Metropolitan Corporation and its various departments has minimized duplication of effort and overlapping of responsibilities. The Authority is not in a position to recommend what changes in Government-form are required for the Metropolitan region, but would respectfully draw to the attention of the Commission the following problems which, in the view of the Authority, should be considered:

- (1) The Metropolitan Toronto and Region Conservation Authority has been able to undertake a comprehensive Conservation Program to conserve the natural resources of the Metropolitan region because the approach has been at a regional rather than a local level and because the Program has been supported by the financial assets of the Metropolitan Corporation and generously assisted by grants from the Province of Ontario.
- (2) The Authority is greatly concerned with the preservation of the water quality, quantity, and the control of pollution of the river systems within its jurisdiction. Close co-operation by all levels of government is required in order to protect these water resources for an expanding population.
- (3) The Authority is concerned with the fact that although certain of the headwater municipalities are drained by the watersheds which traverse Metropolitan Toronto and the Metropolitan Planning Area, these municipalities do not come under the jurisdiction of the Metropolitan Planning Board.

The large investments in water conservation, recreation, and flood control, could be jeopardized by inadequate servicing programs in the headwater stream areas which would impair the water quality downstream.

- (4) The Authority is of the opinion that the provision of areas for the disposal of industrial and domestic wastes by sanitary land fill should be the responsibility of the regional government rather than the local governments, and that the preparation of a long-term program

I. CONCLUSIONS AND RECOMMENDATIONS (Continued)

designating areas for the disposal of
these wastes is essential.



